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Financing of the activities arising from Security Council resolution 1863 (2009)

Budget performance for the period from 1 July 2013 to 30 June 2014 and proposed budget for the period from 1 July 2015 to 30 June 2016 for the United Nations Support Office for the African Union Mission in Somalia

Report of the Advisory Committee on Administrative and Budgetary Questions

Appropriation for 2013/14	$435,801,000
Commitment authority for 2013/14	$8,000,000
Expenditure for 2013/14	$436,949,400
Additional appropriation requested for 2013/14[a]	$1,148,400
Appropriation for 2014/15	$489,968,100
Projected expenditure for 2014/15[b]	$489,645,923
Estimated unencumbered balance for 2014/15[b]	$322,177
Proposal submitted by the Secretary-General for 2015/16	$525,377,700
Recommendation of the Advisory Committee for 2015/16	$517,341,400

[a] The difference between the appropriation and the expenditure for 2013/14 (see paras. 5, 6 and 50 of the present report).

[b] Estimates as at 23 March 2015.

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I. Introduction

1. **The recommendations of the Advisory Committee on Administrative and Budgetary Questions in paragraphs 24, 26, 27, 31, 34 and 38 below would entail a reduction of $8,036,300 in the proposed budget of the United Nations Support Office for the African Union Mission in Somalia (UNSOA) for the period from 1 July 2015 to 30 June 2016 (A/69/728). The Committee has made recommendations and observations on specific issues, where appropriate, in the paragraphs below.**

2. During its consideration of the financing of UNSOA, the Advisory Committee met with representatives of the Secretary-General who provided additional information and clarification, concluding with written responses received on 21 April 2015. The documents reviewed and those used for background by the Committee are listed at the end of the present report. The detailed comments and recommendations of the Advisory Committee on the findings of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2013 to 30 June 2014, and on cross-cutting issues related to peacekeeping operations, can be found in its related reports (see A/69/838 and A/69/839, respectively).

II. Budget performance report for the period from 1 July 2013 to 30 June 2014

3. The Secretary-General indicates that a number of major developments had an impact on the operations of the African Union Mission in Somalia (AMISOM) and UNSOA during the reporting period (A/69/592, paras. 10, 11 and 13). In its resolutions 2124 (2013) and 2102 (2013), the Security Council:

(a) Requested the African Union to increase the force strength of AMISOM from 17,731 to 22,126 personnel and decided to expand the UNSOA logistical support package to provide short-term enhancement of the military capacity of AMISOM for a period of 18 to 24 months as part of the overall exit strategy for AMISOM;

(b) Decided that UNSOA should support front-line units of the Somali National Army through the provision of food, water, fuel, transportation, tents and in-theatre medical evacuation on an exceptional basis for joint national army operations with AMISOM, with funding for the support provided through an appropriate United Nations trust fund;

(c) Decided to establish the United Nations Assistance Mission in Somalia (UNSOM) by 3 June 2013, as a structurally integrated United Nations Mission based in Mogadishu.

4. Information with respect to mandate performance is provided in paragraphs 5 to 30 of the report on the budget performance for the period from 1 July 2013 to 30 June 2014 (A/69/592). It is indicated in the report that UNSOA continued to provide logistical support to AMISOM in Nairobi through its support base in Mombasa, the operation forward base in Mogadishu and the three sector logistics hubs in Kismaayo, Baidoa and Belet Weyne. UNSOA expanded its presence in Somalia through the redeployment of civilian personnel from Kenya. Three major

external factors continued to impede full implementation of the UNSOA mandate during 2013/14, including: (a) the challenging security environment that resulted in slower-than-planned construction of the logistical support hubs in the sectors, with the delays having an impact across many of the service areas, such as engineering, communications, information technology services and transport; (b) the fact that, in the face of a challenging security environment, UNSOA had to move more of its cargo to the sector and subsector hubs by air, which resulted in the higher utilization of air assets; and (c) since the African Union was unable to deploy the mandated 12 rotary-wing aircraft, the absence of those assets was an operational limitation for AMISOM and resulted in an underutilization of resources for UNSOA.

5. The General Assembly, by its resolution 67/285, appropriated an amount of $435,801,000 gross ($432,002,800 net) for the maintenance of UNSOA for the period from 1 July 2013 to 30 June 2014. In addition, in a letter dated 1 May 2014, the Advisory Committee concurred with the request made by the Secretary-General for authorization to enter into commitments in an amount not to exceed $8,000,000 for the period. Consequently, the overall level of resources approved for UNSOA for the period amounted to $443,801,000 gross. Expenditures totalled $436,949,400 gross, representing 98.5 per cent of the overall level of resources approved.

6. Taking into account the amount of $435,801,000 already appropriated and assessed on Member States for the maintenance of the Mission under the terms of General Assembly resolution 67/285, the Secretary-General is requesting an additional appropriation in the amount of $1,148,400 for the period so that the total appropriation would amount to $436,949,400, equal to the expenditures incurred (see also para. 50 below).

7. An analysis of variances is provided in section IV of the budget performance report for the period from 1 July 2013 to 30 June 2014 (A/69/592). The lower-than-budgeted expenditures for uniformed personnel ($12,624,700) were partially offset by higher-than-budgeted expenditures under civilian personnel ($4,076,500) and operational costs ($1,696,500). It is indicated that: (a) the reduced requirements for uniformed personnel related mainly to military contingents, resulting from lower travel requirements for emplacement, rotation and repatriation and to a lower number of troops being rotated to ensure adequate military personnel for each phase of an offensive; (b) the additional expenditure for civilian personnel was attributable mainly to the filling of vacant posts for international staff at a faster rate than projected and to the actual recruitment of national General Service staff at grades higher than those budgeted; and (c) the additional expenditure for operational costs was due mainly to an increased number of operations in-theatre owing to the change in mandate brought about by the Security Council in its resolution 2124 (2013), which was partially offset by the delay in the deployment of military aircraft (ibid., summary).

8. The comments of the Advisory Committee on the information presented in the budget performance report (A/69/592) on individual objects of expenditure can be found, where relevant, in the discussion of the proposed budget for the period from 1 July 2015 to 30 June 2016 (A/69/728) in section IV below.

III. Information on performance for the current period

9. The Advisory Committee was informed that, as at 31 January 2015, a total of $2,132,704,000 had been assessed on Member States in respect of UNSOA since its inception. Payments received as at the same date amounted to $1,950,010,000, leaving an outstanding balance of $182,694,000. As at 2 March 2015, the cash position of UNSOA was $174,500,000, which covers the three-month operating cash reserve of $113,805,000, leaving $60,695,000 in remaining cash.

10. The Advisory Committee was informed that, as at 31 January 2015, the incumbency for UNSOA was as follows:

	Authorized[a]	*Encumbered*	*Vacancy rate (percentage)*
Military contingents	21 586	21 197	1.8
AMISOM police	260	112	56.9
AMISOM formed police	280	279	0.4
Posts			
International staff	279	225	19.4
National staff	191	153	19.9
General temporary assistance			
International staff	3	1	66.7
United Nations Volunteers	17	10	41.2

[a] Represents the highest authorized strength under Security Council resolution 2124 (2013), with effect from 1 January 2014.

11. With respect to the current and projected expenditures for the period from 1 July 2014 to 30 June 2015, the Advisory Committee was informed, upon enquiry, that as at 23 March 2015, expenditures for the period amounted to $361,601,263, or 74 per cent of the appropriation. At the end of the current financial period, the estimated total expenditures would amount to $489,645,923 against the appropriation of $489,968,100, leaving a projected unencumbered balance of $322,177, or 0.06 per cent.

IV. Proposed budget for the period from 1 July 2015 to 30 June 2016

A. Mandate and planned results

12. Established by the Security Council in its resolution 1863 (2009), UNSOA is mandated to provide a United Nations logistical support package to AMISOM (see also para. 3 (b) and (c) above). The Council, in its resolution 2182 (2014), decided to extend the mandate of AMISOM until 30 November 2015. In the same resolution, the Council recalled the benchmarks for the deployment of a United Nations peacekeeping operation and requested the Secretary-General and the African Union to review jointly the impact of the temporary surge in the force strength of AMISOM, as authorized in resolution 2124 (2013), and to set out recommendations

by 30 May 2015 on the next steps in the military campaign, taking into consideration the political situation in Somalia.

13. Information with respect to the planning assumptions of UNSOA and mission support initiatives is provided in paragraphs 5 to 35 of the proposed budget for 2015/16 (A/69/728). It is indicated therein that AMISOM, in joint operations with the Somali National Army, has expanded its presence across southern and central Somalia, bringing additional locations under the control of the Federal Government. During the 2015/16 period, it is expected that AMISOM will enter into a stabilization phase in which it will strengthen its presence on the ground in sectors through the established "hub-and-spoke" system. Larger areas covered by AMISOM and national troops will require UNSOA increasingly to spread its activities outside Mogadishu and in the regions, mainly in the sector hubs and container holding points (ibid., paras. 5 and 14). As UNSOA continues to expand capacity in Somalia, it will shift its strategy of "lightest" footprint in-theatre to robust operation and will continue to utilize a mix of service modalities that include mobile staff, commercial third-party vendors and AMISOM troops to provide services in-theatre.

14. Concerning security, the Secretary-General indicates in the report that: (a) the United Nations Guard Unit has been deployed in Mogadishu to provide static security around the UNSOM and UNSOA living and office accommodations; (b) AMISOM and Somali national security forces have continued to provide the "outer ring" static security for the United Nations and African Union installations and for the international community; and (c) outside Mogadishu, in the newly established sector hubs where the security risk is considered to be very high, security by armed private guards will be required. As part of the joint security management set-up for Somalia, UNSOA will continue to coordinate with UNSOM and other United Nations agencies to provide an environment conducive to mandate performance (ibid., para. 27).

B. Regional mission cooperation and partnerships

15. Information with respect to regional mission cooperation, partnerships and country team coordination is provided in paragraphs 36 to 41 of the budget document. UNSOA will continue to provide administrative, technical and logistical support to AMISOM, UNSOM, the Somalia and Eritrea Monitoring Group and the Office of the Special Envoy of the Secretary-General for the Great Lakes Region. It is indicated in the report that as part of the United Nations integrated presence in Somalia, UNSOA will continue to participate in coordination meetings with the United Nations country team for Somalia, which was structurally integrated into UNSOM on 1 January 2014 (ibid., para. 40).

C. Resource requirements

16. The proposed budget for UNSOA for the period from 1 July 2015 to 30 June 2016 amounts to $525,377,700, representing an increase of $35,409,600, or 7.2 per cent, in gross terms, compared with the appropriation of $489,968,100 for 2014/15 (see para. 11 above on the projected expenditure for 2014/15). The budget provides for the planned deployment of 279 international staff (including 3 temporary positions), 200 national staff and 18 United Nations Volunteers, in support of the

AMISOM deployment of 21,586 military contingent personnel, 120 police officers and 420 formed police personnel.

17. An analysis of variances is provided in section III of the proposed budget (A/69/728). Major increases are reflected under the following (ibid., summary):

(a) Military and police personnel ($4,479,300): attributable mainly to the higher requirements for the transportation of rations, owing to the increase in the number of areas of delivery, with AMISOM deploying to more locations in theatre, as well as increased requirements for contingent-owned equipment and major equipment;

(b) Civilian personnel ($3,292,900): attributable primarily to incorporating a full-year cost estimate for 26 posts and 2 positions that were established in 2014/15 and had been budgeted only for six months for that year; the proposed net increase of eight posts and positions; and increases in common staff costs for: (i) international staff, from 88.5 per cent to 93.7 per cent, in accordance with new estimates effective since January 2015; and (ii) national staff, from 28 per cent to 30 per cent, based on the actual costs of the 2013/14 period;

(c) Operational costs ($27,637,400): due mainly to an increase in the number of locations in which UNSOA provides support to AMISOM and the proposed deployment of two additional aircraft and a cargo aircraft on cost-sharing arrangements with other missions (see paras. 40-43 below). The proposed increases are reflected under (i) facilities and infrastructure ($1,212,100); (ii) ground transportation ($5,597,100); (iii) air transportation ($16,750,800); (iv) information technology ($1,322,100); and (v) other supplies, services and equipment ($5,859,800).

1. Military and police personnel

Category	*Approved 2014/15*[a]	*Proposed 2015/16*	*Variance*
AMISOM military contingent personnel	21 586	21 586	–
AMISOM police officers	260	120	(140)
AMISOM formed police units	280	420	140
Total	**22 126**	**22 126**	–

[a] Represents the highest authorized strength for the period.

18. The estimated requirements for military and police personnel for the period from 1 July 2015 to 30 June 2016 amount to $117,777,500, an increase of $4,479,300, or 4 per cent, compared with the appropriation for 2014/15. The proposed increase for 2015/16 is explained in paragraph 17 (a) above. Delayed deployment factors applied to the estimates are 5 per cent for AMISOM military contingents and 15 per cent for AMISOM formed police units, while no delayed deployment factor is applied to AMISOM police.

19. **The Advisory Committee recommends approval of the requested resources for military and police personnel.**

2. Civilian personnel

Category	*Approved 2014/15*[a]	*Proposed 2015/16*	*Variance*
UNSOA			
International staff	273	274	1
National staff[b]	188	189	1
Temporary positions[c]	2	3	1
United Nations Volunteers	17	18	1
Subtotal	**480**	**484**	**4**
Regional Service Centre at Entebbe, Uganda			
International staff	6	2	(4)
National staff[b]	3	11	8
Subtotal	**9**	**13**	**4**
Total	**489**	**497**	**8**

[a] Represents the highest authorized strength for the period.
[b] Includes National Professional Officers and national General Service staff.
[c] Funded under general temporary assistance.

20. The estimated requirements for civilian personnel for the period from 1 July 2015 to 30 June 2016 amount to $57,407,100, an increase of $3,292,900, or 6.1 per cent, compared with the appropriation for 2014/15 (see para. 17 (b) above).

21. As indicated in the table above, the proposed staffing level represents a net increase of 8 posts/positions, reflecting the proposed establishment of 12 posts/positions (1 P-5, 1 Field Service, 3 National Professional Officers, 6 national General Service, 1 United Nations Volunteer) and the proposed abolishment of 4 posts (Field Service) as shown in the annex to the present report. A detailed description of the changes proposed is provided in section I.E of the budget document (A/69/728). The staffing changes proposed include UNSOA posts at the Regional Service Centre at Entebbe, Uganda, following a redistribution of posts by client missions to the Centre (ibid, paras. 55-58 and tables 5 and 6). **The Advisory Committee recommends approval of the changes in staffing proposed by the Secretary-General, with the exception of the proposed establishment of a post for Human Resources Officer (Field Service) in the Human Resources Section (see paras. 22-24 below).**

Human Resources Section

22. The Secretary-General is proposing to establish one position and two posts in the Human Resources Section as follows: (a) one position of Chief Civilian Personnel Officer (P-5) under general temporary assistance; (b) one post for Human Resources Officer (Field Service); and (c) conversion of a National Professional Officer post (Geographic Information Officer in the Service for Geospatial, Information and Telecommunications Technologies) to a national General Service post for Human Resources Assistant. Justifications are provided in paragraphs 51 to 53 of the budget document.

23. Upon enquiry, the Advisory Committee was informed that UNSOA was established in 2009 with a Chief Civilian Personnel Officer (P-4) managing only the Mission with a proposed staffing table of 280 posts deployed in two locations, Mombasa and Nairobi (see A/64/465). However, it is expected that during 2015/16, UNSOA will continue to support four field presences (UNSOA, UNSOM, Office of the Special Envoy of the Secretary-General for the Great Lakes Region and Somalia and Eritrea Monitoring Group), with a total of 750 staff deployed in at least nine locations (Nairobi, Mombasa, Liboi, Wajir, Kismaayo, Baidoa, Belet Weyne, Garowe and Hargeysa). The Committee was informed, upon enquiry, that of the three other client missions, only the Office of the Special Envoy of the Secretary-General for the Great Lakes Region had two staff members (national General Service) for human resources. The Committee was also provided with the information set out in the following table, which indicates the total number of civilian staff and the human resources capacity of UNSOA as compared with other missions:

Human Resources Section	*MONUSCO*	*UNAMID*	*UNMISS*	*MINUSMA*	*UNSOA*
Level of head	P-5	P-5	P-5	P-5	P-4
Staffing					
International	14	28	20	24	7
National	25	36	19	21	6
United Nations Volunteers	–	–	–	3	–
Total	**39**	**64**	**39**	**48**	**13**[a]
Total civilian staff (approved for 2014/15)	**4 541**	**4 530**	**3 338**	**1 609**	**750**[b]

Abbreviations: UNAMID, African Union-United Nations Hybrid Operation in Darfur; UNMISS, United Nations Mission in South Sudan; MINUSMA, United Nations Multidimensional Integrated Stabilization Mission in Mali; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo.

[a] Proposed staffing for 2015/16.

[b] Total civilian staffing under the approved budget for UNSOA for 2014/15 (484) and the approved budget for 2015 for UNSOM (234), the Office of the Special Envoy of the Secretary-General for the Great Lakes Region (27) and the Somalia and Eritrea Monitoring Group (5).

24. **Taking into account the existing capacity (10 posts) and the proposed additional capacity for 2015/16 (1 P-5 and 1 national General Service) in the Human Resources Section of UNSOA, the Advisory Committee recommends against the proposed establishment of one post for Human Resources Officer (Field Service). The Committee also recommends that any related operational costs be adjusted accordingly.**

Vacancy rates

25. The following table shows vacancy factors that were budgeted and actual for 2014/15, and are proposed for 2015/16 by the Secretary-General:

(Percentage)

	Budgeted, 2014/15	*Actual average, 1 July 2014-31 January 2015*	*Actual, as at 31 January 2015*	*Proposed, 2015/16*
International staff	10	21.1	19.4	10
National Professional Officers	10	28.6	25.7	15
National General Service	15	19.9	18.6	10
United Nations Volunteers	10	58.8	41.2	15

26. Upon enquiry, the Advisory Committee was informed that the actual vacancy rates for UNSOA have remained higher than anticipated due to the establishment of 89 new posts in 2014/15 for which the recruitment process is ongoing. In addition, UNSOA is in the process of filling those posts as quickly as possible and is confident that the vacancy rates will be significantly reduced at the start of the 2015/16 period (see also para. 48 (d) (iv) below). **Taking into account the proposed establishment of new posts and positions at the Mission, the Advisory Committee recommends that vacancy factors of 20 per cent be applied to estimates for international staff and national General Service staff, 26 per cent for National Professional Officers and 45 per cent for United Nations Volunteers. The Committee further recommends that adjustments be made under the related operational costs, as appropriate.**

27. Information on the overall staffing requirements of the Regional Service Centre at Entebbe is provided in the overview report of the Secretary-General on peacekeeping operations (A/69/751, annex II, paras. 40-45, table B.6). The contribution of UNSOA to the Centre consists of a total number of 13 posts (1 P-3, 1 Field Service, 3 National Professional Officers and 8 national General Service) (see also A/69/782, paras. 55-58 and tables 5 and 6). As indicated in the related report of the Advisory Committee on the implementation of the global field support strategy (A/69/874, annex IV), the Secretary-General is proposing vacancy rates of 5 per cent for international staff, 15 per cent for National Professional Officers and national General Service staff and 2 per cent for United Nations Volunteers. **Taking into account its observations and recommendations on the proposals of the Secretary-General for the Regional Service Centre at Entebbe (ibid. para. 61), the Advisory Committee recommends that the General Assembly request the Secretary-General to apply vacancy factors of 17 per cent and 50 per cent, respectively, in estimating the 2015/16 requirements for the eight national General Service and three National Professional Officer posts proposed by UNSOA for the Centre. Any related operational costs should be adjusted, as appropriate.**

Similar functions located in Nairobi, Mombasa and Mogadishu

28. The Advisory Committee recalls the UNSOA offices in Nairobi, Mombasa and Mogadishu having sections with the same functional areas, such as security, medical services and information and telecommunications technology services, and that the Committee had encouraged UNSOA to review replicative functions in its three locations, with a view to increasing consolidation where possible (A/68/782/Add.9, para. 17). The Secretary-General indicates that following a comprehensive review, the UNSOA structure was revised in July 2014 to better address the functional

distribution of tasks and human resources. Technical section chiefs are now being redeployed to Somalia under the Head of Somalia Support, and further reviews of the structure will be conducted to ensure a cost-effective configuration that optimally addresses operational requirements (A/69/728, sect. V).

29. The Advisory Committee was informed, upon inquiry, that UNSOA distributes functions in accordance with requirements, as follows: (a) Mogadishu headquarters focuses mainly on executive direction and management as well as operations in Somalia and manages activities in relation to implementation and tactical areas of operation; (b) policy, financial and administrative functions are based in the office at Nairobi; and (c) the Mombasa Support Base provides logistical support to the UNSOA supply chain. In addition, the Regional Service Centre at Entebbe augments support to UNSOA by providing shared common services. However, the Committee was also informed that in the absence of effective systems for capturing meaningful workload statistics, UNSOA is unable to provide information in that regard. The Committee was also informed that, in respect of incumbency status at the locations, 215 of the 251 approved posts and positions were encumbered. **The Advisory Committee encourages the Mission to continue to review replicative functions in its three locations, with a view to increasing consolidation where possible.**

3. Operational costs

Apportioned 2014/15	*Proposed 2015/16*	*Variance*
$322,555,700	$350,193,100	$27,637,400

30. The estimated operational requirements for the period from 1 July 2015 to 30 June 2016 amount to $350,193,100, an increase of $27,637,400, or 8.6 per cent, compared with the appropriation for 2014/15 (see para. 17 (c) above).

31. The report of the Advisory Committee on cross-cutting issues related to peacekeeping operations includes observations and recommendations with respect to those costs, which the Secretary-General proposes be apportioned to individual mission budgets, including applications developed by the Office of Information and Communications Technology and deployed to the field and the additional requirements relating to the supply chain initiative (A/69/839). **The Advisory Committee does not concur with the proposal of the Secretary-General to charge the missions for the entirety of those costs and recommends that the proposed resource requirements in the individual missions be reduced accordingly.** The relevant table in the report on cross-cutting issues contains a summary of the Committee's recommended reductions, according to mission. **In the case of UNSOA, this recommendation would result in a reduction of $105,168 from the requirements for information technology, $94,400 for consultancy services and $141,600 for official travel respectively.** Related upward adjustments to the resource requirements included in the support account are contained in the report of the Committee on this subject (A/69/860).

Official travel

32. The resources proposed for official travel for 2015/16 amount to $2,689,000, representing an increase of $233,000, or 9.5 per cent, compared with the appropriation for 2014/15. It is indicated that the increases are attributable to the

increased requirements for travel relating to logistics support, supply chain and Umoja training sessions.

33. Upon request, the Advisory Committee received detailed information on the trips planned for 2015/16. **The Advisory Committee considers that the information provided to it upon request lacks consistency and clarity in the presentation. Furthermore, the Committee has identified a number of issues related to the planned trips and believes that some of the trips should be combined and consolidated so that efficiency could be achieved.** Some issues identified are as follows: (a) multiple trips and for the same destinations, including New York ($203,705); (b) the need for more frequent use of video and teleconferencing, including for budget reviews with the Advisory Committee ($15,442); (c) trips by staff at Headquarters to UNSOA ($53,080); and (d) multiple trips related to the implementation of IPSAS and Umoja ($96,087).

34. **The Advisory Committee, therefore, recommends a reduction of 10 per cent ($138,500) to the proposed resources for outside-mission travel (non-training) under official travel for 2015/16 for UNSOA, in addition to the reduction of $141,600 for official travel recommended in paragraph 31 above. The Committee reiterates that resources for official travel should be utilized judiciously in the interest of the Organization and that the primary consideration in authorizing official travel should be whether direct face-to-face contact is necessary for mandate implementation. If not, then alternative means of communication should be employed (A/69/787, para. 29).**

35. **Furthermore, the Advisory Committee is of the view that measures, such as consolidation of trips and alternative means of communication, will not only contribute to a more efficient use of financial resources but also reduce the disruptive effect that frequent or extended absences from missions can have on the day-to-day work of staff and on effective programme delivery (see also A/68/782, para. 199).**

Construction projects

36. The Advisory Committee notes the delay in the completion of construction work during 2013/14 in the performance report, in which it is indicated that 50 per cent of the work was completed concerning three sector support hubs in Baidoa, Belet Weyne and Kismaayo, owing to security conditions, the underperformance of contractors, delays in the finalizing procurement and the non-availability of land (A/69/592, table under para. 39, planned indicator 1.1.2). Upon enquiry, the Committee was informed that different mitigating measures were required to address each of the many reasons for the underperformance of the contractors and that UNSOA had implemented measures, such as the introduction of a quality assurance programme headed by a third-party engineering service provider on all projects sites; and a plan to award multiple contracts for the same requirement in order to increase overall capacity. The Committee was also informed that the UNSOA requirement and request for land on which to implement its activities had not always been met in a timely fashion, which had delayed implementation of the mandate; furthermore, owing to the involvement of multiple partners in the issue, the challenges associated with the non-availability of land were more difficult to resolve.

37. The Advisory Committee requested detailed information on all major projects for 2014/15 and 2015/16, including the dates for the design, procurement and implementation/construction of the projects. The Committee was informed that UNSOA has the capacity to implement each of the projects by utilizing third-party project management, quality assurance, quantity surveys and construction service providers. Most requirements related to the projects are covered under local systems contracts that span several financial periods. Information on the UNSOA construction projects for 2014/15 and 2015/16 is set out in the following table:

		Design	*Procurement*	*Implementation construction*
	Description	*Completion status, planned date of completion*	*Completion status, planned date of completion*	*Completion status, planned date of completion*
2014/15	Baidoa sector hub	Completed	90%, 30 June 2015	70%, 31 October 2015
2014/15	Baledogle aviation hub	Completed	90%, 30 June 2015	70%, 31 October 2015
2014/15	Belet Weyne sector hub	Completed	90%, 30 June 2015	70%, 31 October 2015
2014/15	Dhobley sector hub	Completed	90%, 30 June 2015	50%, 31 December 2015
2014/15	Kismaayo camp expansion	Completed	80%, 30 June 2015	Not started, 31 August 2015
2014/15	United Nations camp (overhead protection)	Completed	Completed	Not started, 28 February 2016
2015/16	New Mombasa base	10%, 30 June 2015	Ongoing, 31 December 2015	5%, 31 December 2016
2015/16	Kismaayo integrated hub	85%, 31 May 2015	20%, 30 June 2015	Not started, 31 December 2016
2015/16	Sector 5 — hub	5%, 30 June 2015	90%, 30 June 2015	Not started, 31 December 2016
2015/16	Garbaharre camp (850 persons)	Not started, 31 August 2015	90%, 30 June 2015	Not started, 31 December 2016
2015/16	AMISOM transit camp	Completed	Completed	5%, 31 October 2015
2015/16	Movement Control Terminal	95%, 31 March 2015	90%, 30 April 2015	Not started, 28 February 2016

		Design	*Procurement*	*Implementation construction*
	Description	*Completion status: planned date of completion*	*Completion status: planned date of completion*	*Completion status: planned date of completion*
2015/16	Overhead protection (sectors), scope of work	Completed	10%, 31 August 2015	Not started, 30 June 2015
2015/16	Hardwall building programme	Completed	30%, 15 June 2015	Not started, five-year programme

38. **Taking into consideration the ongoing difficulties and delays experienced by the Mission, the Advisory Committee is of the view that the planning of the construction projects does not appear to be realistic and therefore recommends a reduction of 5 per cent ($934,530) in the resources proposed for construction services for 2015/16. Any additional resources required for the construction projects in 2015/16 should be reflected in the performance report for the period.**

Ground transportation

39. The increased requirements for 2015/16 are attributable mainly to: (a) petrol, oil and lubricants ($5.4 million), as a result of the expansion in the AMISOM capacity and the increased mobility of its troops outside Mogadishu; (b) repairs and maintenance ($1.5 million), owing to the increased number of operations outside Mogadishu; and (c) spare parts ($0.8 million), owing to the increased quantity of partner-owned equipment used by AMISOM (A/69/728, para. 77). Upon clarification for the proposed higher requirements for repairs and maintenance compared with the lower expenditure in that regard during the performance period, the Advisory Committee was informed that UNSOA had faced an impediment in providing full services for repairs and maintenance in 2013/14 owing to the inability of the third-party contractor to extend services to the sectors. Since that time, according to the new solicitation, the new contractor has been required to permanently deploy to the sectors and, in addition, AMISOM had received significant quantities of donated vehicles. The increased requirement for 2015/16 was therefore a combined result of the need to maintain and repair the additional armoured personnel carriers, trucks and light vehicles donated to AMISOM and the presence of the third-party vehicle maintenance contractor in the sectors. Upon further enquiry, the Committee was informed that it was projected that AMISOM would hold 483 transport assets as partner-owned equipment for the 2015/16 period and that the majority of the assets had been received from one donor.

Air transportation

40. It is indicated in the report that the increased requirements are attributable mainly to the rental and operation of fixed-wing aircraft ($12.1 million) and petrol, oil and lubricants ($4.8 million), owing to the proposed deployment of two additional aircraft to be shared on a 40:30:30 basis among UNSOA, UNSOM and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), and a cargo aircraft to be shared on a 70:30 basis

between UNSOA and MINUSCA for movement control requirements (A/69/728, para. 78).

41. The Advisory Committee requested clarification on the cost-sharing arrangements for the three aircraft, including the lines of responsibilities and accountability. The Committee was informed that:

(a) The sharing arrangement is based on the projected air logistics demands of the missions involved, which are consolidated into flying hours. UNSOA, being the "parent" mission for the assets, compiles the projected air logistics demands and operational frequencies of UNSOM and MINUSCA. The sharing arrangement with MINUSCA is based on agreed regular weekly flight schedules, with specific days of the week assigned to MINUSCA flight routes corresponding to agreed flight routes and budgeted flight hours, while the sharing agreement with UNSOM is based on passenger seat utilization and the cargo space ratio of the asset used for the weekly regular flight schedules on all shared mission flight routes;

(b) The accountability lines are created and managed in Umoja by the Air Transport Section, Logistics Support Division, Department of Field Support, based on the projected sharing ratio of aircraft contracted hours for each individual participating mission and billed on actual tasking orders, verified against the aircraft user reports and flight hour/route summary compiled by the UNSOA Aviation Section Technical Compliance Unit;

(c) UNSOM and MINUSCA statistics are equated into flying hours and reflected in the air transportation costing sheet, indicating the shared, overall all-inclusive percentage operational cost. Under the long-term contracts established by the Procurement Division, Department of Management, all carriers are responsible for their own spare parts, maintenance and lubricants. Other expenditures, such as crew, landing fees and fuel, are billed against each task order.

42. The Advisory Committee also requested information on the implications of sharing the aircraft for the UNSOM budget and was informed that, as had been detailed in the UNSOM budget proposal for 2015, the cost share ratio is based on actual usage, which stood at 70:30 in 2014 for UNSOA and UNSOM. For 2015, in respect of the four aircraft (two fixed-wing and two rotary-wing) shared between UNSOA and UNSOM, a cost share ratio of 70:30 is applied for three of the aircraft, while a ratio of 40:30:30 is applied for the fourth aircraft (B-737), which is shared among UNSOA, UNSOM and MINUSCA. The flight hours and costs for UNSOM on the basis of the ratios are as follows: (a) two fixed-wing aircraft: one DHC-8 (173 hours; $1,102,682) and one B-737 (216 hours; $2,346,027); and (b) two rotary-wing aircraft: one MI-8MTV (138 hours; $1,366,623) and one MI-8MTV (288 hours; $1,554,000). Upon a request for clarification on the cost variances of the two rotary-wing aircraft, the Advisory Committee was informed that it is not possible to perform a direct comparison since the two helicopters are operated by different registered United Nations flight services vendors; and the contracts were initiated under different procurement processes in different years, with varying market conditions and different capabilities.

43. **The Advisory Committee recommends that the General Assembly request the Secretary-General to provide more detailed information on the practical arrangements for the implementation of, and the operational impact on, the cost-sharing arrangements, including actual requirements of UNSOA, UNSOM**

and MINUSCA, in the budget proposals for the period 2016/17 with a view to facilitating a better understanding for the Assembly of the arrangements involved.

Naval transportation

44. It is indicated in the report that the increased requirements are attributable mainly to the acquisition of marine vessels ($0.7 million) for the replacement of five marine patrol boats, in addition to the procurement of four new patrol boats to replace four vessels previously provided by partners, all of which are damaged from wear and tear; and to spare parts/repairs/maintenance and supplies ($0.1 million) resulting from the increase in the number of marine patrol boats from five to nine. The Advisory Committee notes that increases are partially offset by the reduced requirements for petrol, oil and lubricants ($0.2 million), attributable to reduced sea operations, owing to improved security conditions off the coast of Mogadishu (A/69/728, para. 79). Upon a request for clarification, the Advisory Committee was informed that the protection of the waterways specifically around the Mogadishu sea and airport remains a full requirement and that, in fact, the reduction in the requirement for fuel for naval transportation is attributable to the improved security situation in the southern coastal city of Kismaayo, which has allowed for a reduced level of patrol activity on the Kismaayo waterways (only two of the five boats planned were used, sparingly).

Ratio of computing devices

45. The Advisory Committee notes that the allocation of computing devices was higher than the standard ratios under a few categories of staff and that UNSOA has 167 spare computers. The Committee was informed, upon enquiry, that a minimal number of additional computing devices is issued to international staff owing to the safety and security risks to which UNSOA is exposed and the resulting challenges to staff movement. The majority of the senior staff and officers require two computing devices since they have offices/a presence in both Nairobi and Mogadishu, often travel between Kenya and Somalia and to the sectors and undertake frequent official travel outside the mission area for meetings, events, conferences and visits to government offices and various partners. In addition, there are also computing devices deployed in such locations as the Crisis Management Centre and the operations/communications room in Mogadishu, which has an impact on the overall ratio of computing devices in use.

46. **The Advisory Committee is of the view that UNSOA should make further efforts to align its holdings of computing devices with the standard ratios, including the consideration of computers for shared use by staff members visiting its offices at Nairobi and Mogadishu. The Committee recommends that the General Assembly request the Secretary-General to report on the progress in this regard in the proposed budget for the Mission for 2016/17.**

Mine action

47. A provision of $42,400,000 is budgeted for mine detection and mine clearance services (see the table below). It is indicated in the report that during 2015/16, the United Nations Mine Action Service (UNMAS) will continue the work undertaken during 2014/15 on explosive ordnance disposal and counter-improvised explosive

devices (ibid., para. 67). Upon enquiry, the Advisory Committee was informed that the support UNMAS provides in Somalia, as part of UNSOA, is to train, equip and mentor AMISOM troops to carry out explosive hazard mitigation in all sectors, in order to enhance force protection in a context where improvised explosive device use against AMISOM has increased annually. This has enabled the expansion of AMISOM operations and supported an increased international presence in south central Somalia. As part of the expanding geographical spread of AMISOM forces and the need to support newly liberated areas and to ensure that major supply routes are kept open, UNMAS will increase its support during the 2015/16 period in order to facilitate mobility and the safe movement of AMISOM troops delivering food, fuel and supplies to sector headquarters and forward operating bases. The budget for mine detection and mine clearance services is broken down as follows:

(Thousands of United States dollars)

	Cost
Personnel	11 261 040
Travel	722 218
Contracts	22 395 651
Equipment	3 065 328
Operating expenses	1 600 207
Programme support costs and direct costs	3 355 556
Total	**42 400 000**

Other matters

Follow-up to recommendations of the Board of Auditors

48. The Advisory Committee requested information on follow-up actions undertaken by UNSOA to the recommendations contained in the report of the Board of Auditors on United Nations peacekeeping operations for the 12-month period from 1 July 2013 to 30 June 2014 (A/69/5 (Vol. II), chap. II), in particular in areas of fuel and rations management, procurement processes and the management of human resources. The Committee was informed of the following issues, among others:

(a) Weakness in fuel management: (i) UNSOA has established a quality assurance and fuel fraud prevention cell within the Fuel Unit to monitor adherence to the established procedures; (ii) it intends to review its standard operational procedures to address all the existing gaps in fuel management and develop mechanisms to monitor compliance; and (iii) periodic training programmes will be organized to strengthen performance management and accountability;

(b) Deficiencies in rations management (related largely to the performance of the contractor for a turnkey service procured): (i) the contract is being revised to address some of the operational challenges the vendor faces and to adjust it to the latest authorized troop strength, as recommended by the Headquarters Committee on Contracts in October 2014; (ii) full compliance with the stock requirements is expected after the signature of the contract amendment; and (iii) the contractor has, in the meanwhile, bolstered its team responsible for upgrading the revision of

warehouse management systems in response to the repeated expressions of concern by UNSOA regarding non-compliance with reporting requirements;

(c) Lapses in procurement process (related to the application of liquidated damages and delays in the delivery of goods and services): (i) UNSOA has since put in place a monitoring and tracking unit to monitor the delivery of goods and services and the processing of inbound deliveries in order to facilitate early payment of invoices; and (ii) it is in the process of instituting the necessary measures to invoke the liquidated damages clauses in order to effect the recovery of the surcharges attributable to delays by the vendors;

(d) Weakness in human resources management (related to performance management, recruitment of national staff, gender ratio and vacancy rates): (i) in respect of performance management UNSOA is determined to achieve full compliance by June 2015 for the 2014-2015 performance cycle; (ii) in respect of the recruitment of national staff, UNSOA is currently finalizing a strategy paper to enhance its capacity to attract a greater number qualified candidates in Kenya and Somalia; (iii) in respect of gender ratio, UNSOA, like all the other field operations of the Departments of Peacekeeping Operations and Field Support and the Department of Political Affairs, is required to recommend at least one female candidate for each job opening and to make every effort to select female candidates; and (iv) in respect of vacancy rates, the Human Resources Section has actively monitored the efforts made by the hiring managers and has provided the support required to conclude assessment exercises and enhance the skills of recruiting managers, such as the planned training programmes on Inspira processes being conducted in April 2015 for all recruiting managers at UNSOM and UNSOA.

49. **The Advisory Committee notes the follow-up actions taken so far by UNSOA and expects that the Mission will expeditiously and fully implement the recommendations of the Board of Auditors.**

V. Conclusion

50. The actions to be taken by the General Assembly in connection with the financing of logistical support for AMISOM and other immediate activities related to a future United Nations peacekeeping operation for the period from 1 July 2013 to 30 June 2014 are contained in section V of the budget performance report (A/69/592). **The Advisory Committee recommends that the General Assembly:**

(a) **Increase the appropriation by the amount of $1,148,400 for the period from 1 July 2013 to 30 June 2014, in addition to the amount of $435,801,000 previously appropriated for the maintenance of the support entity under the terms of General Assembly resolution 67/285, to the amount of $436,949,400, equal to the expenditures incurred during the same period (see paras. 5 and 6 above);**

(b) **Taking into account the amount of $435,801,000 already assessed on Member States for the maintenance of the support entity under the terms of General Assembly resolution 67/285, decide to apply, against the shortfall in assessment of $1,148,400, the other income and adjustments for the period ended 30 June 2014, amounting to $10,670,000 from interest income**

($1,046,000), other income ($407,000), prior-period adjustments ($32,000) and cancellation of prior-period obligations ($9,185,000);

(c) **Credit to Member States, the remaining other income and adjustments for the period ended 30 June 2014, amounting to $9,521,600.**

51. The actions to be taken by the General Assembly in connection with the financing of the logistical support for AMISOM and other immediate activities related to a future United Nations peacekeeping operation for the period from 1 July 2015 to 30 June 2016 are contained in section IV of the proposed budget (A/69/728). **The Advisory Committee recommends that the General Assembly appropriate an amount of $517,341,400 for the maintenance of the Support Office for the African Union Mission in Somalia for the 12-month period from 1 July 2015 to 30 June 2016, should the Security Council decide to extend the mandate of AMISOM beyond 30 November 2015.**

Documentation

- Budget performance on the financing of support for the African Union Mission in Somalia for the period from 1 July 2013 to 30 June 2014 (A/69/592)
- Budget for the United Nations Support Office for the African Union Mission in Somalia for the period from 1 July 2015 to 30 June 2016 (A/69/728)
- Report of the Board of Auditors on United Nations peacekeeping operations for the 12-month period from 1 July 2013 to 30 June 2014 (A/69/5 (Vol. II), chap. II)
- Report of the Advisory Committee on Administrative and Budgetary Questions on the cross-cutting issues related to the United Nations peacekeeping operations (A/69/839)
- Report of the Advisory Committee on Administrative and Budgetary Questions on budget performance for the period from 1 July 2012 to 30 June 2013 of the financing of support for the African Union Mission in Somalia and proposed budget for the period from 1 July 2014 to 30 June 2015 of the United Nations Support Office for the African Union Mission in Somalia (A/68/782/Add.9)
- General Assembly resolution 68/298 on the financing of the activities arising from Security Council resolution 1863 (2009)
- Security Council resolutions 2182 (2014), 2124 (2013), 2102 (2013) and 1863 (2009)

Annex

Summary of proposed staffing changes for the African Union Mission in Somalia for the period from 1 July 2015 to 30 June 2016

Office Section Unit	*Number*	*Level*	*Description*
Office of the Director			
Immediate Office of the Director	-2	FS	Redeployment of an Aviation Safety Officer post and an Aviation Safety Assistant post to the Office of the Director under Somalia Support Operations
Subtotal	**-2**		
Total, Office of the Director	**-2**		
Strategic Management Services			
Human Resources Section	+1	FS	Establishment of a Human Resources Officer
	+1	NGS	Conversion of a Geographic Information Officer post (National Professional Officer) from the Service for Geospatial, Information and Telecommunications Technologies to a Human Resources Assistant post (national General Service)
Subtotal	**+2**		
Service for Geospatial, Information and Telecommunications Technologies	-1	NPO	Conversion of a Geographic Information Officer post (National Professional Officer) to a Human Resources Assistant post (national General Service) under the Human Resources Section
Subtotal	**-1**		
Total, Strategic Management Services	**+1**		
Somalia Support Operations			
Office of the Director, Mogadishu	+2	FS	Redeployment of an Aviation Safety Officer post and an Aviation Safety Assistant post from the section under the Office of the Director
Subtotal	**+2**		
Administrative Services	+1	NGS	Establishment of a Logistical Assistant post
	+1	UNV	Establishment of a Logistical Assistant post
Subtotal	**+2**		
Total, Somalia Support Operations	**+4**		

Office Section Unit	*Number*	*Level*	*Description*
Regional Service Centre at Entebbe, Uganda			
Finance Section	-4	FS	Abolishment of four Field Service posts
	+3	NPO	Establishment of three National Professional Officer posts
	+3	NGS	Establishment of three national General Service posts
Subtotal	**+2**		
Human Resources Section	+2	NGS	Establishment of two national General Service posts
Subtotal	**+2**		
Total, Regional Service Centre, Entebbe	**+4**		
Temporary position			
Human Resources	+1	P-5	Establishment of a Chief Civilian Personnel Officer post
Subtotal	**+1**		
Total, temporary position	**+1**		
Grand Total	**+8**		

Abbreviations: FS, Field Service; NGS, national General Service; NPO, National Professional Officer; UNV, United Nations Volunteer.